Iowa Sexual Assault Kit Initiative

Inventory Report

Updated March 9, 2017

The Sexual Assault Kit Initiative (SAKI) provides funding through a competitive grant program to support the jurisdictional reform of approaches to sexual assault cases resulting from evidence found in sexual assault kits (SAKs) that have never been submitted to a crime laboratory. SAKI is administered by the Bureau of Justice Assistance (BJA) and aims to create a coordinated community response that ensures just resolution to sexual assault cases through (1) a comprehensive and victim-centered approach, (2) jurisdictional capacity building to prevent high numbers of unsubmitted SAKs in the future, and (3) supporting the investigation and prosecution of cases for which SAKs were previously unsubmitted. ¹²

The Iowa (SAKI) project was created in April, 2015 when the Crime Victim Assistance Division (CVAD) Iowa Department of Justice began the process of applying for a federal grant solicited by the Bureau of Justice Assistance (BJA) under the Office of Justice Programs within the United States Department of Justice.

Following the protocol developed by findings of the Houston Sexual Assault Kit Action Research Working Group and the Detroit Sexual Assault Kit Action Research Project, the first step of the Iowa SAKI project was development of a multidisciplinary team (MDT) of professionals.

The Iowa SAKI MDT consists of personnel from the following agencies:

- CVAD project lead
- Des Moines Police Department
- Iowa City Police Department
- Iowa Coalition Against Sexual Assault
- Iowa Department of Public Health
- Iowa Division of Criminal Investigation, Criminalistics Laboratory
- Iowa Division of Criminal Investigation
- Iowa Law Enforcement and Training Academy
- Johnson County Sexual Assault Response Team
- Mid-Iowa Sexual Assault Response Team

¹ The Sexual Assault Kit Initiative. (2017, February 22). Retrieved from https://sakitta.org/index.cfm?fuseaction=about

² More information about the National Sexual Assault Kit Initiative is available at https://sakitta.org/

The MDT's role in the project is to examine the issue of unsubmitted sexual assault kits from a holistic point of view, answering the following questions:

- How many unsubmitted sexual assault kits are there in Iowa?
- Which kits should be tested under this project?
- Why do unsubmitted kits stay untested?
- What additional resources are needed to process unsubmitted sexual assault kits?
- Are all disciplines involved in sexual assault response adequately included in sexual assault response?
- What are the necessary systemic changes?

Inventory Process

To obtain an accurate count of the number of unsubmitted sexual assault kits in Iowa, the SAKI project conducted a survey of Iowa's law enforcement agencies.

Beginning February, 2016 the survey was sent to active police departments and all county sheriffs' offices. Agencies serving jurisdictions of 1000 people or fewer were asked to respond within 30 days. Agencies service 1001 to 10,000 people were asked to respond within 60 days. Agencies with 10,001 people or more were asked to respond within 90 days.

The Iowa SAKI project is fortunate to have broad support from Iowa's elected officials. HF2420 was introduced on February 25, 2016. This bill required law enforcement agencies to respond to the SAKI inventory survey administered by CVAD. HF2420 also required the Department of Justice to report the inventory results to the Iowa General Assembly, and report information about all kits not submitted for testing due to a confession or conviction obtained through other evidence to the State Public Defender's Office. The bill was managed in the House by Representative Marti Anderson passed 96-0 on March 3, 2016. Senator Steve Sodders managed the bill on the Senate floor, which passed 49-0 on March 16. Governor Branstad signed HF2420 into law on March 30.

The survey was drafted with the input of MDT and asked Iowa law enforcement agencies to provide the following information:

- How many unsubmitted sexual assault kits does your agency have in inventory (This
 does not include kits that are held for a short time before submission for testing)
- For each kit, please identify: A unique kit ID number; the law enforcement case number; victim's date of birth; date of assault; date of kit collection; facility where exam was conducted; victim's gender
- How many untested kits did your agency dispose of?
- In what circumstances would a kit be destroyed or disposed of?
- If possible, can your agency identify the number of kits that were not reported to law enforcement (i.e., a report was not filed with law enforcement, but a kit was still

delivered to the law enforcement agency for storage). This should be a subset of the total kits reported. If so, how many of these kits do you have?

In addition to specific information about each kit, law enforcement was also asked to provide the reason each kit was not submitted. The following reasons were available for selection:

- Suspect not identified
- Doubt truthfulness of accusation
- Victim did not make a report
- Case has been dismissed
- Anonymous kit collected at hospital
- Uncertain of usefulness of forensic evidence
- Analysis not requested by prosecution
- Suspect has been identified but not formally charged
- Insufficient funding for analysis of evidence
- Perceived lab guidelines
- Victim does not wish to file charges
- Questions regarding consent
- Other (please explain in comments)

The Iowa SAKI project MDT is grateful to Iowa law enforcement agencies for their engagement and collaboration with the inventory process. Whether a department is small or large, completing the survey and inventorying kits was a labor-intensive task.

All 387 active police departments and sheriffs' offices responded to the survey. The resulting inventory disclosed 4,265 unsubmitted sexual assault kits. Since sexual assault forensic exams are typically conducted at hospitals, the survey was also sent to 79 Iowa hospitals to determine whether kits with evidence were being stored in their possession. None were reported.

It should be noted after analyzing responses CVAD determined additional reasons for not submitting kits should have been included in the survey. Those categories are: Charges filed or suspect admission; Lack of cooperation by the victim. Breakdown of the numbers of unsubmitted kits by reason is in Appendix A.

It should also be noted that with nearly 400 law enforcement agencies throughout Iowa, interpretation of the reasons kits were not submitted varied. Upon review of the initial data provided by law enforcement 1,492 kits had a chosen reason of "Other (please explain in comments field)". The SAKI MDT determined a review of each of those should be conducted and – if appropriate based on accompanied comments – place them in categories provided in the survey. The review resulted in creation of the abovementioned new categories, and reduction of "Other" to 374 kits.

Of 387 active law enforcement agencies in Iowa, 168 responded they are holding 4,265 unsubmitted kits. 219 agencies responded they have no kits. Breakdown of unsubmitted kits is found in Appendix B.

Iowa Code 709.10 requires sexual assault kits to be held for 10 years when the victim is an adult and until 10 years after the 18th birthday of a minor victim. However, results from the survey demonstrate a lack of clarity around legal requirements. 502 kits with a statute of limitations date prior to January 1, 2016 were inventoried. 19 agencies indicated they had destroyed kits for other reasons, or misunderstood the statutory timeframe for kit retention. Breakdown of those responses is located in Appendix D.

Next Project Steps

In August, 2016 BJA reached out to CVAD encouraging submission of an application for additional funds to support the project. BJA encouraged the project to apply for up to an additional \$1 million. The award brings the total grant amount to \$3 million and funds will support the activities as outlined below.

The next phase of the project involves the following activities:

• Testing kits, following up on CODIS-eligible DNA profiles and determining whether viable investigations and prosecutions can proceed from each testing result. \$1.25 million of the overall award is available for testing kits.

The BJA solicitation was clear in stating the backlog of unsubmitted kits cannot simply be shifted to the laboratory which routinely handles forensic testing. Therefore, the SAKI project will enter contractual agreements with private forensic laboratories which meet national accreditation standards and submit proposals to test kits in Iowa's statewide inventory. Determinations about uploading DNA profiles into CODIS are made by the Iowa CODIS Administrator. When hits to DNA in CODIS occur, the information will be referred to the law enforcement and prosecution office of jurisdiction.

The SAKI MDT has determined SAK testing will begin with kits nearest to the expiration of Iowa's statute of limitations on sexual assault. The statute of limitations in Iowa is 10 years for adults with an additional 3 years after a DNA match is obtained; and 10 years from the victim's 18th birthday for minor victims, or 3 years after a DNA match is obtained.

 Development of specific victim notification protocol is necessary to ensure a victimcentered, trauma-informed approach to victim engagement.

A subcommittee of the SAKI MDT lead by personnel from CVAD, IowaCASA, Mid-Iowa SART and Johnson County SART has driven the SAKI project's protocol. Resource information was obtained from the Detroit project, the Kansas SAKI project,

and national training and technical assistance provider, Research Triangle Institute (RTI) providing best practices and important considerations. The SAKI project will rely on local law enforcement and community-based sexual assault service programs to assist with victim notification and engagement.

Notification protocol will include active outreach to survivors whose kits are tested as well as "opt-in" notification providing a hotline for survivors who want information about their own kits. Considerations about a victim's desires at the time a police report was made will be a determining factor in whether certain kits are tested. In situations where the victim's desires were unclear, or possibly misinterpreted, efforts will be made by Iowa SAKI project staff to contact the victim and determine how he/she would like to proceed. Fundamentally, the focus is on victim's choice, safety, and well-being.

• Providing training opportunities related to SAKI through RTI.

The Iowa SAKI project provided training through RTI at the Iowa Sex Crimes Investigators Association annual conference on January 30, 2017. Additional training events for coordinated sexual assault response will be scheduled as the project proceeds.

MDT members from the Iowa of SAKI project traveled to the 2016 National SAKI Meeting on June 13-14 in Washington, DC. The meeting provided an opportunity for grantees to engage with other SAKI projects. Panel discussion topics included matters inventory processes and evidence tracking; SAK testing considerations; victim engagement; investigations and prosecutions. Iowa SAKI MDT members will attend the 2017 National SAKI Meeting later this year. Additional training and networking opportunities are under development by RTI.

Implementation of evidence tracking systems

In order to track the progress of each kit being tested through the SAKI project, an electronic tracking system will be implemented and utilized for the remainder of the project. The system, currently in use by Michigan's SAKI project, allows for bulk data upload and creation of batches of kits to be sent out for testing.

The Iowa SAKI project is also seeking grant funds to implement a database which would track sexual assault kits from the point of distribution at the lab, to medical facilities, to storage by law enforcement agencies and to the forensic lab for analysis.

• Implementation of standardized consent to test form

The Iowa SAKI MDT has designed a standardized sexual assault consent and information form which will accompany each sexual assault kit and provide future clarity related to the victim's desire for kit testing. The form, modeled after a similar document used by the State of Colorado, provides information about kit storage under Iowa law, and how the victim can proceed if her/his desire changes during the statutory storage period.

• Policy assessment and development

A key goal of the BJA SAKI model is "changing the jurisdictional capacity to prevent high numbers of unsubmitted SAKs in the future." ³ To take on this effort, other states have proposed legislation to test all kits when the victim consents to testing. Significant resources are required for any "test all" approach to be successful. Before making formal recommendations and requests, the SAKI MDT will continue to assess the systemic needs related to training, education and standardization in Iowa.

As the project progresses through these activities, the MDT will continually meet to review cases, determine project course, and make recommendations for systemic changes that work towards standardization and improved processes that benefit survivors of sexual assault and the State of Iowa.

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³ The Sexual Assault Kit Initiative. (2017, February 22). Retrieved from https://sakitta.org/index.cfm?fuseaction=about

Appendix A

Reason	Total Untested kits	Percentage of total kits
Victim does not wish to file charges	800	18.7%
Doubt truthfulness of accusation	623	14.6%
Lack of cooperation by victim*	512	12%
Analysis not requested by prosecution	447	10.5%
Other (explanation in comments)	374	8.8%
Victim did not make a report	302	7.1%
Anonymous kit collected at hospital	255	6%
Questions regarding consent	240	5.6%
Uncertain of usefulness of forensic evidence	233	5.5%
Charges filed or suspect admission*	122	2.9%
Case has been dismissed	114	2.8%
Suspect not identified	111	2.6%
Suspect identified but not formally charged	109	2.6%
No info provided	20	< 1%
Insufficient funding for analysis of evidence	3	< 1%
Perceived lab guidelines	0	
TOTAL	4,265	100%

^{*} Reasons added by after analyzing survey responses

Appendix B – Unsubmitted kits by department

Law Enforcement Agency	Number of untested kits
Ackley Police Department	0
Adair County Sheriff's Office	7
Adair Police Department	0
Adams County Sheriff's Office	0
Adel Police Department	2
Afton Police Department	0
Akron Police Department	0
Albia Police Department	0
Algona Police Department	1
Allamakee County Sheriff's Office	0
Altoona Police Department	12
Ames Police Department	139
Anamosa Police Department	1
Ankeny Police Department	43
Aplington Police Department	0
Appanoose County Sheriff's Office	3
Armstrong Police Department	2
Arnolds Park Police Department	2
Asbury Police Department	0
Atalissa Police Department	0
Atlantic Police Department	10
Audubon County Sheriff's Office	0
Audubon Police Department	0
Aurelia Police Department	0
Avoca Police Department	0
Bancroft Police Department	0
Baxter Police Department	0
Belle Plaine Police Department	0
Bellevue Police Department	0
Belmond Police Department	0
Benton County Sheriff's Office	2
Bettendorf Police Department	25
Black Hawk County Sheriff's Office	9
Blencoe Police Department	0
Bloomfield Police Department	0
Blue Grass Police Department	0
Boone County Sheriff's Office	1
Boone Police Department	10
Bremer County Sheriff's Office	5

Britt Police Department	0
Buchanan County Sheriff's Office	0
Buena Vista County Sheriff's Office	2
Buffalo Center Police Department	0
Buffalo Police Department	0
Burlington Police Department	46
Butler County Sheriff's Office	4
Calhoun County Sheriff's Office	5
Calmar Police Department	0
Camanche Police Department	3
Carlisle Police Department	0
Carroll County Sheriff's Office	0
Carroll Police Department	7
Carter Lake Police Department	4
Cascade Police Department	0
Cass County Sheriff's Office	0
Cedar County Sheriff's Office	9
Cedar Falls Police Department	43
Cedar Rapids Police Department	354
Central College	0
Centerville Police Department	7
Cerro Gordo County Sheriff's Office	1
Chariton Police Department	10
Charles City Police Department	0
Cherokee County Sheriff's Office	0
Cherokee Police Department	0
Chickasaw County Sheriff's Office	0
Clarence Police Department	1
Clarinda Police Department	7
Clarion Police Department	2
Clarke County Sheriff's Office	0
Clarksville Police Department	1
Clay County Sheriff's Office	0
Clayton County Sheriff's Office	0
Clear Lake Police Department	2
Clinton County Sheriff's Office	10
Clinton Police Department	50
Clive Police Department	9
Colfax Police Department	1
Columbus Junction Police Department	0
Conesville Police Department	0

Coon Rapids Police Department	0
Coralville Police Department	26
Corydon Police Department	0
Council Bluffs Police Department	260
Crawford County Sheriff's Office	0
Cresco Police Department	2
Creston Police Department	9
Dallas Center Police Department	1
Dallas County Sheriff's Office	1
Davenport Police Department	463
Davis County Sheriff's Office	0
Dayton Police Department	0
Decatur County Sheriff's Office	1
Decorah Police Department	39
Delaware County Sheriff's Office	6
Denison Police Department	2
Denver Police Department	0
Des Moines County Sheriff's Office	7
Des Moines Police Department	877
DeSoto Police Department	0
Dewitt Police Department	6
Dickinson County Sheriff's Office	3
Donnellson Police Department	0
Dubuque County Sheriff's Office	31
Dubuque Police Department	43
Dunkerton Police Department	0
Dunlap Police Department	0
Durant Police Department	1
Dyersville Police Department	0
Dysart Police Department	0
Eagle Grove Police Department	6
Earlham Police Department	0
Eastern Iowa Community College	0
Eldon Police Department	0
Eldora Police Department	1
Eldridge Police Department	0
Elkader Police Department	0
Ellsworth Police Department	0
Emmet County Sheriff's Department	0
Emmetsburg Police Department	1
Epworth Police Department	0

Estherville Police Department	20
Evansdale Police Department	0
Fairbank Police Department	0
Fairfield Police Department	0
Farley Police Department	0
Farnhamville Police Department	0
Fayette County Sheriff's Office	16
Fayette Police Department	0
Floyd County Sheriff's Office	0
Fonda Police Department	0
Fontanelle Police Department	0
Forest City Police Department	0
Franklin County Sheriff's Office	0
Fremont County Sheriff's Office	0
Fort Dodge Police Department	101
Fort Madison Police Department	24
Garnavillo Police Department	0
Garner Police Department	0
Gilbertville Police Department	0
Glenwood Police Department	7
Gowrie Police Department	0
Granger Police Department	0
Greene County Sheriff's Office	0
Greenfield Police Department	1
Grinnell College Safety & Security	0
Grinnell Police Department	24
Grundy Center Police Department	0
Grundy County Sheriff's Office	0
Guthrie County Sheriff's Office	5
Guttenberg Police Department	3
Hamilton County Sheriff's Office	1
Hampton Police Department	17
Hancock County Sheriff's Office	0
Hardin County Sheriff's Office	2
Harlan Police Department	0
Harrison County Sheriff's Office	0
Hartley Police Department	0
Hawarden Police Department	5
Hawkeye Community College	0
Henry County Sheriff's Office	1
Hiawatha Police Department	0

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LeMars Police Department	13
Leon Police Department	1
Linn County Sheriff's Office	26
Lisbon Police Department	1
Logan Police Department	0
Louisa County Sheriff's Office	0
Lucas County Sheriff's Office	4
Lyon County Sheriff's Office	4
Madison County Sheriff's Office	0
Madrid Police Department	4
Mahaska County Sheriff's Office	2
Manchester Police Department	0
Manilla Police Department	0
Manly Police Department	0
Manning Police Department	0
Manson Police Department	0
Mapleton Police Department	0
Maquoketa Police Department	7
Mar-Mac Police Department	0
Marcus Police Department	0
Marengo Police Department	4
Marion County Sheriff's Office	0
Marion Police Department	43
Marshall County Sheriff's Office	1
Marshalltown Police Department	28
Mason City Police Department	28
McCausland Police Department	0
Mechanicsville Police Department	0
Melcher-Dallas Police Department	0
Merrill Police Department	0
Meskwaki Nation Police Department	0
Mills County Sheriff's Office	0
Missouri Valley Police Department	0
Mitchell County Sheriff's Office	0
Mitchellville Police Department	0
Monona County Sheriff's Office	0
Monona Police Department	0
Monroe County Sheriff's Office	6
Monroe Police Department	0
Montgomery County Sheriff's Office	0
Monticello Police Department	0

Montrose Police Department	0
Moville Police Department	0
Mt. Pleasant Police Department	9
Mt. Vernon Police Department	11
Muscatine County Sheriff's Office	7
Muscatine Police Department	28
Nashua Police Department	2
Nevada Police Department	12
New Hampton Police Department	0
New London Police Department	0
New Sharon Police Department	0
New Vienna Police Department	0
Newell Police Department	2
Newton Correctional Facility	0
Newton Police Department	22
Nichols Police Department	0
Nora Springs Police Department	0
North Liberty Police Department	7
Norwalk Police Department	3
O'Brien County Sheriff's Office	1
Oelwein Police Department	17
Ogden Police Department	7
Okoboji Police Department	0
Onawa Police Department	0
Orange City Police Department	2
Osage Police Department	0
Osceola County Sheriff's Office	0
Osceola Police Department	3
Oskaloosa Police Department	2
Otho Police Department	0
Ottumwa Police Department	15
Page County Sheriff's Office	0
Palo Alto County Sheriff's Office	2
Panora Police Department	0
Parkersburg Police Department	0
Paullina Police Department	1
Pella Police Department	0
Peosta Police Department	0
Perry Police Department	
Pleasant Hill Police Department	5
	4
Pleasantville Police Department	0

Plymouth County Sheriff's Office	6
Pocahontas County Sheriff's Office	0
Pocahontas Police Department	0
Polk City Police Department	0
Polk County Sheriff's Office	1
Pomeroy Police Department	0
Postville Police Department	0
Pottawattamie County Sheriff's Office	22
Poweshiek County Sheriff's Office	8
Prairie City Police Department	0
Preston Police Department	0
Princeton Police Department	0
Readlyn Police Department	1
Red Oak Police Department	0
Remsen Police Department	0
Rhodes Police Department	0
Ringgold County Sheriff's Office	2
Robins Police Department	0
Rock Valley Police Department	0
Rockwell City Police Department	0
Rockwell Police Department	0
Russell Police Department	0
Sabula Police Department	0
Sac City Police Department	0
Sac County Sheriff's Office	0
Sanborn Police Department	0
Schaller Police Department	0
Scott County Sheriff's Office	12
Sergeant Bluff Police Department	3
Seymour Police Department	0
Sheffield Police Department	0
Shelby County Sheriff's Office	1
Sheldon Police Department	9
Shell Rock Police Department	0
Shellsburg Police Department	0
Shenandoah Police Department	0
Sigourney Police Department	4
Sioux Center Police Department	1
Sioux City Police Department	275
Sioux County Sheriff's Office	2
Sioux Rapids Police Department	0

Spencer Police Department	14
Spirit Lake Police Department	5
St. Ansgar Police Department	0
Stacyville Police Department	0
Stanhope Police Department	0
State Center Police Department	1
Storm Lake Police Department	4
Story City Police Department	0
Story County Sheriff's Office	4
Strawberry Point Police Department	0
Stuart Police Department	0
Sumner Police Department	0
Sutherland Police Department	0
Tabor Police Department	0
Tama County Sheriff's Office	4
Tama Police Department	0
Taylor County Sheriff's Office	2
Tipton Police Department	8
Toledo Police Department	0
Tripoli Police Department	0
Union County Sheriff's Office	2
University Heights Police Department	0
University of Iowa Police Division	7
University of Northern Iowa Police	23
Urbandale Police Department	0
Van Buren County Sheriff's Office	0
Van Meter Police Department	0
Vinton Police Department	3
Walcott Police Department	0
Wapello County Sheriff's Office	0
Wapello Police Department	0
Warren County Sheriff's Office	6
Washington County Sheriff's Office	0
Washington Police Department	2
Waterloo Police Department	124
Waukee Police Department	6
Waukon Police Department	0
Waverly Police Department	16
Wayland Police Department	0
Wayne County Sheriff's Office	0
Webster City Police Department	0

Webster County Sheriff's Office	6
West Bend Police Department	0
West Branch Police Department	0
West Burlington Police Department	7
West Des Moines Police Department	76
West Liberty Police Department	4
West Point Police Department	0
West Union Police Department	0
Western Iowa Technical College	0
Whiting Police Department	0
Williamsburg Police Department	0
Wilton Police Department	0
Windsor Heights Police Department	2
Winfield Police Department	0
Winnebago County Sheriff's Office	0
Winneshiek County Sheriff's Office	0
Winterset Police Department	5
Woodbine Police Department	1
Woodbury County Sheriff's Office	2
Woodward Police Department	0
Worth County Sheriff's Office	3
Wright County Sheriff's Office	0
TOTAL	4,265

Appendix C

Unsubmitted kits by year of assault

Year	Number of kits
1992	2
1993	3
1994	1
1995	1
1996	5
1997	7
1998	9
1999	8
2000	15
2001	28
2002	38
2003	57
2004	46
2005	189
2006	261
2007	274
2008	277
2009	344
2010	334
2011	358
2012	396
2013	372
2014	425
2015	452
2016	51
Unknown	312
TOTAL	4,265

Statute of limitations expiration

Year	Number of kits
Unknown	188
Pre-2016	501
2016	209
2017	247
2018	247
2019	306
2020	308
2021	326
2022	345
2023	338
2024	396
2025	407
2026	123
Post-2026	324
TOTAL	4,265

Victim Demographics

Age on Date of Assault

TOTAL	4,265	
Unknown	461	
60 – over	40	
25 - 59	1,352	
18 - 24	1,385	
13 - 17	686	
0 - 12	341	

Gender

Female	3,803	
Male	167	
Unknown	295	
TOTAL	4,265	

Appendix D – Destroyed kits

Responding law enforcement agencies identified various reasons a SAK would be destroyed. Several indicated a SAK would be maintained for the required ten years under the statute of limitations. However, other agencies demonstrated a lack of knowledge regarding the duration of the statute. Other reasons for destroying SAKs included if the crime was determined to be unfounded, if the victim's story about the incident changed, or if the victim declined to participate in criminal justice proceedings. Agencies also identified a plea agreement or suspect admission as a reason to dispose of a SAK. Some jurisdictions reported the decision to retain or dispose of SAKs lies with the county attorney's office. Finally, damage to evidence storage facilities was also identified as a reason SAKs were destroyed.

Department	Number destroyed
Altoona Police Department	1
Anamosa Police Department	1
Burlington Police Department	30
Carroll County Sheriff's Office	1
Cedar Falls Police Department	1
Clayton County Sheriff's Office	1
Clear Lake Police Department	1
Davenport Police Department	177
Dubuque County Sheriff's Office	7
Dubuque Police Department	18
Emmetsburg Police Department	???
Fairfield Police Department	2
Mahaska County Sheriff's Office	2

Newton Police Department	2
O'Brien County Sheriff's Office	1
Pocahontas Police Department	1
Scott County Sheriff's Office	1
Spencer Police Department	1
West Liberty Police	4
Department	